



# Town of Groton, Connecticut

## Meeting Agenda

### Town Council

45 Fort Hill Road  
Groton, CT 06340-4394  
Town Clerk (860)441-6640  
Town Manager (860)441-6630

*Mayor Harry A. Watson, Councilors Peter J. Bartinik, Jr., Heather Sherman Bond, Catherine Kolnaski, Frank O'Beirne, Jr., Rita M. Schmidt, John F. Scott, Paulann H. Sheets, and James L. Streeter.*

Tuesday, March 20, 2007

7:30 PM

Town Hall Annex - Community Room 1

### REGULAR MEETING

#### I. ROLL CALL

#### II. SALUTE TO THE FLAG

#### III. RECOGNITION, AWARDS & MEMORIALS

#### IV. CITIZENS' PETITIONS, COMMENTS AND CONCERNS

This is the portion of the Council Agenda where the Council welcomes comments from citizens. Each presentation should be limited to ten minutes or less, and citizens should, if possible, submit written comments. Presentations should be related to matters pertinent to Groton. Town Councilors will only ask questions in order to clarify the speaker's presentation and can respond during the Responses to Citizens' Petitions portion of the Town Council meeting. Citizens should make their presentations from the lectern and state their names and addresses for the record.

#### V. RESPONSES TO CITIZENS' PETITIONS, COMMENTS AND CONCERNS

#### VI. CONSENT CALENDAR

All matters listed under Item VI (Consent Calendar) are considered to be routine and will be enacted by one motion. No separate discussion of these items will take place, unless cause is shown prior to the time Council votes on the motion to adopt.

##### a. Approval of Minutes

2007-0064 Approval of Minutes (Town Council)

Resolution - Consent

RESOLUTION ACCEPTING TOWN COUNCIL MINUTES

RESOLVED, that the minutes of the Town Council meeting of March 6, 2007 are hereby accepted and approved.

##### b. Deletions from the Town Council Referral List

2006-0151 Non-Union Pay Plan

Referral

2007-0060 Non-Union Terms and Conditions

Resolution

2007-0061 Non-Union Job Descriptions

Resolution

2007-0062 Part-Time/Seasonal Pay Plan and Policies

Resolution

2007-0063 Part-Time/Seasonal Job Descriptions

Resolution

2007-0065 On-Time Salary Increase to Certain Non-Union Positions

Resolution

##### c. Special Trust Fund Contributions

2007-0059 Special Trust Fund Contributions

Resolution - Consent

RESOLUTION ACCEPTING CONTRIBUTIONS TO SPECIAL TRUST FUNDS

RESOLVED, that the Town Council hereby accepts contributions to the Town as follows:

Christine Parizo - \$11.00- Parks and Recreation Revolving  
Marilyn Stevens - \$500.00 - Parks and Recreation Revolving  
Francis and Carolyn Crowley - \$100.00 - Parks and Recreation Revolving  
Theodore and Catherine Hespeler - \$10.00 - Parks and Recreation Revolving  
Susan Rowley - \$9.00 - Parks and Recreation Revolving  
Joan Orkney - \$20.00 - Parks and Recreation Revolving  
Robert Ashworth - \$50.00 - Parks and Recreation Revolving  
Maureen Lage - \$30.00 - Parks and Recreation Revolving  
Nora and Earl Patterson - \$5.00 - Parks and Recreation Revolving  
Groton Senior Center - \$144.00 - Parks and Recreation Revolving  
Susan Weiss - \$10.00 - Parks and Recreation Revolving  
Boulane Lasisomphone - \$20.00 - Parks and Recreation Revolving  
Alexandra McCune - \$5.00 - Parks and Recreation Revolving  
Marilou Barlan - \$5.00 - Parks and Recreation Revolving  
Various Donations - \$1,221.25 - Parks and Recreation Revolving

**VII. COMMUNICATION REPORTS (Other than Committee Reports)**

- a. Town Councilors**
- b. Representative Town Meeting**
- c. Clerk of the Council**
- d. Town Manager**
- e. Town Attorney**

**VIII. COMMITTEE REPORTS**

- a. Community & Cultural Development - Chairman O'Beirne**
- b. Economic Development - Chairman Bond**
- c. Education/Health & Social Services - Chairman Kolnaski**
- d. Environment & Recreation - Chairman Sheets**
- e. Finance - Chairman Schmidt**
- f. Personnel/Appointments/Rules - Chairman Scott**
- g. Public Safety - Chairman Streeter**
- h. Public Works - Chairman Bartinik**
- i. Committee of the Whole - Mayor Watson**

**IX. UNFINISHED BUSINESS**

**X. NEW BUSINESS**

**2006-0151 Non-Union Pay Plan**

**Referral**

RESOLUTION APPROVING UPDATED PAY PLAN FOR NON-UNION EMPLOYEES

WHEREAS, the Town contracted with a consultant, David Dunn, to review the pay levels of Non-Union classifications for internal equity, and external market comparability, and

WHEREAS, the consultant was tasked with developing a pay plan for Non-Union employees based on a systematic evaluation of their internal and external value, and

WHEREAS, a proposed five-year pay plan for Non-Union has been completed and included in the final report submitted to the Town Manager, and

WHEREAS, the Town Manager concurs with and recommends adoption of the plan as submitted, and

WHEREAS, the FYE 2007 Approved Budget anticipated, and provided for, the likely expenditure effects of changes in the said Terms and Conditions, now therefore be it

RESOLVED that the pay plan for Non-Union employees be adopted effective July 1, 2006.

**Legislative History**

<b>5/3/2006</b>	<b>Mayor</b>	<b>Referred</b>	<b>Town Council Committee of the W</b>
<b>5/9/2006</b>	<b>Town Council Committee of the Whole</b>	<b>Discussed</b>	

*Town Manager Oefinger reviewed this item with the Town Attorney, who determined that it would not be appropriate to discuss this item in executive session. The non-union pay plan expires June 30, 2006. The Town has hired a management consultant to assist in the review of non-union job descriptions. Town Attorney Duggan explained that under FOI, there is a provision allowing executive session meetings to discuss collective bargaining agreements, but there is no similar provision for non-union issues, which is why this item is being discussed in open session. The Town Manager noted that the non-union pay plan covers approximately 40 people. There is funding in the current year budget to pay for the study, which will cost approximately \$21,000 for four components. The Town Manager emphasized that the Town Council should feel free to identify any issues they would like the consultant to address.*

*The consultant, David Dunn, briefly reviewed his background and qualifications. Groton is the largest public employer in this area of the state, and has the largest population center. There are limitations on comparability with surrounding towns. Other communities such as Middletown, Wallingford, East Hartford, Hamden, and Stratford have comparable populations. Mr. Dunn will also look at the immediate labor market area. For labor force purposes, Montville, New London, and Norwich are comparable. A job survey has been sent out to all non-union personnel. The consultant will meet with employees' supervisors, rate the jobs based on several factors, and evaluate salaries taking into account benefits and other working conditions. The Town has not done a comprehensive review like this in 10 years.*

*Councilor Sheets asked if Mr. Dunn would be examining supervisory positions in relation to the number of supervised employees. Mr. Dunn noted that his firm could conduct a separate organizational review, but that is not within the scope of this study. Council Sheets then asked if an historical review would be done in light of cutbacks over the years along with a review of the impacts on various positions. Mr. Dunn stated that yes, that would probably be done as part of the study.*

*Councilor Bartinik suggested that the study include an analysis of job security, noting that all things being equal, a secure job would be paid less than a job with frequent loss and turnover. He also suggested an ability to pay analysis; considering that revenue in Groton is decreasing, employees should expect wage pressure. Councilor Bartinik feels that the political dynamic in Groton is different and it should not be compared to New London or Norwich, for example, which are not as fiscally responsible. Groton should be compared to towns with a similar fiscal philosophy. Mr. Dunn asked for suggestions on comparable communities.*

*Councilor Bond asked if the cost of living in the comparative towns will be considered. Mr. Dunn stated it is a consideration and noted that Fairfield county is not a fair comparison for eastern Connecticut.*

*Councilor Streeter would like the study to look at what the Town can do to maintain high quality employees and to consider what things that are drawing quality employees away from Groton.*

*Councilor Wright asked if the analysis will be qualitative as well as quantitative. Mr. Dunn stated yes, noting that if there are positions that stand out, he will bring that to staff's attention. How the Town is organized would be a different study. Councilor Wright also asked Mr. Dunn to consider municipal services that might be provided regionally.*

*Councilor Sheets noted that New London has a very small tax base compared to Groton. She noted the*

proximity of the casinos and questioned what impact they might have on employment. Councilor Sheets asked Mr. Dunn to look at what percentage of people are living in Groton versus working here, and how that compares to other towns.

Councilor O'Beirne questioned the time frame for review and reporting to the Town Council. Mr. Dunn stated he expects to complete his study by the end of July or August.

**2/27/2007      Town Council Committee of      Discussed  
the Whole**

**3/1/2007      Town Council Committee of      Discussed  
the Whole**

Town Manager Oefinger explained that the Town hired consultant David Dunn last spring to look at the Non-Union Job Descriptions and Pay Plan, and staff has reviewed the Non-Union Terms and Conditions, and Part Time Pay Plan, and Job Descriptions.

There are 40+ non-union job descriptions covering 52 non-union positions. Mr. Dunn's study consisted of an internal ranking or scoring of the positions and salary comparisons to other communities. Mr. Dunn met with individual staff members and department heads.

The Town Manager noted the binders distributed to Councilors: Appendix A is the job descriptions; Appendix B is Mr. Dunn's report; Appendix C is the pay plan; Appendix D is the revised Non-Union Terms and Conditions; and Appendices E and F are comparative tables regarding ranking and salary surveys. There is a separate section for the Part Time Pay Plan and Job Descriptions.

Mr. Dunn noted that this comprehensive a review has not been conducted in the Town in the past and has resulted in a complete revision and updating of the Non-Union Job Descriptions and Pay Plan as a result of thorough analysis and ranking of positions. Mr. Dunn noted that Groton's large non-union senior advisory group is unique. He emphasized that there is significant value in that fact for managing the Town with flexibility and discretion. Mr. Dunn found that the Town of Groton is an efficient, productive and professional operation.

Mr. Dunn noted that the existing job descriptions are outdated and they are not formatted in a consistent form or format. Over the years, modifications to job descriptions have been piecemeal and the jobs have not been rated consistently with respect to the organization. Likewise, the existing pay plan is an older style and includes an automatic step system. The plan was updated and steps removed, pay ranges identified, and the performance rating system updated.

Mr. Dunn stated it is important to have a formalized job classification system in place as it adds another degree of professionalism to the Town government. Mr. Dunn did not evaluate people; he only looked at the job. Jobs similar in nature are grouped into classes with the same pay range and common standards for recruitment and selection.

Mr. Dunn noted that most positions in a municipality are eligible for unionization under Connecticut labor laws, with the exception of the chief executive officer, positions involved with negotiations, and the Chief and Deputy Chief of Police. There have been no petitions from senior level Town employees to unionize. Mr. Ackerman noted it is a balancing act and a fairness issue. The Town's policy is to treat non-unionized employees equal to and/or better than unionized employees. Discussion followed on the potential effect of the proposed changes on employees' desire to unionize. Ms. Sauchuk noted that the job descriptions were developed by the employees themselves and reviewed by the department head. Mr. Dunn stated that as opposed to job description modifications, it is usually changes in pay and benefits that upset people. Mr. Ackerman noted that values of positions change over time, which is a hard concept for people to grasp.

Mr. Dunn reviewed the Town's classification plan. A questionnaire was distributed to all employees. Mr. Dunn then reviewed the existing job description and questionnaires and met with all employees individually. The questionnaires were also reviewed by supervisors and Mr. Dunn met with the supervisors. Job descriptions were annotated, and a new set of draft job descriptions were drafted including consistent formatting.

Mr. Dunn stated that a formal classification plan is beneficial to recruitment, screening and selection as well as promotions and lateral career development.

Discussion followed on the letter from Director of Human Services Marge Fondulas. Mr. Dunn noted that the

human services business has been diminished in Town government over the last 10 years.

Ms. Sauchuk noted that it was critical that job descriptions were accurate so that point values associated with the rating system could be applied. Mr. Dunn employed the Position Appraisal Method developed by the Public Service Administration in evaluating and rating positions. This method is used at local, state, and federal levels. Positions are ranked off of the chief executive officer. Mr. Dunn utilizes a rating manual to develop job points. Seven factors are evaluated, each with degree levels and associated points. Mr. Dunn provided an overview of the seven factors. The bulk of a position's value is in the first four factors: Nature of Work and Knowledge and Ability Requirements; Supervision Exercised/Scope of Responsibility; Scope and Effect of Decisions and Action; Problem Solving and Complexity/Nature and Extent of Guidelines. The remaining three factors are: Application of Authority; Purposes and Nature of Work Contacts; and Physical and Sensory Demands or Hazards. Each job was rated separately by Mr. Dunn. Those ratings were shared with the department heads and follow up meetings were held when requested. Questions were addressed and one ranking was revised as a result of additional information.

Discussion followed on the effect of the rankings. Town Manager Oefinger noted that a number of positions are significantly underpaid and need to be increased. Other positions may max out sooner because of the salary ranges, with bonuses granted above and beyond the salary maximum. Also, the range of increases is proposed at 2%-4% and is performance based, rather than the existing 2%-5% including step increases. Staff is currently developing a new job performance rating form. Ms. Sauchuk added that things change over time and the relative position of jobs within the organization changes. This is a proposed five year plan with the idea that it will be reviewed again at that time. Overall, salary ranges were narrowed to more closely meet market values for positions.

Mr. Dunn reviewed several jobs that are recommended for job title changes.

Mr. Dunn conducted a pay survey of other municipalities, noting that Groton is somewhat unique. Councilor O'Beirne noted that some Town positions are duplicated within the City of Groton, therefore some positions only affect about 30,000 people rather than 40,000. Ms. Sauchuk explained that communities used for comparison purposes have a wide range of populations and were used for comparison based on different factors. Mr. Dunn added that positions such as the Chief of Police are paid within a range regardless of population. Ms. Sauchuk noted that another factor in considering the upper level police positions is the positions under them. There are no recommendations that salaries be reduced. Ms. Sauchuk noted that when doing comparisons with other communities, it is impossible to find exact matches with respect to job duties; additionally, the figures do not take into account the length of time someone is in the position. That is why the salaries were dealt with in terms of ranges.

In the case of positions that are above the range maximum, the Town Manager stated that those positions will not be eligible for increases, only bonuses that do not affect the base pay or retirement calculations. Also, as those positions are vacated, the situation will be corrected with the new employee starting at the bottom end of the range.

Mr. Dunn noted that the benefits offered by the Town are comparable to other communities, but not exact. Connecticut across the board pays some of the best benefit packages. By and large, Groton's pay is also comparable, if somewhat at the higher end, but Mr. Dunn encouraged the Town to keep it that way because it is well worth it in terms of the quality of employee the Town attracts and maintains.

Ms. Sauchuk noted that the salary ranges were created by taking average salaries. The ranges were narrowed to 18-20%. Each year, 3% is added to the range through 2011. Ms. Sauchuk expressed confidence that the starting hires are more in line with the market, based on the salaries offered and accepted by recent hires.

Mr. Ackerman addressed changes to the performance evaluation form. New ratings will be as follows: 2.0-2.74 is "needs improvement"; 2.75-3.24 is "meets expectations"; 3.25-3.74 is "exceeds expectations"; and 3.75-4.0 is "outstanding". If an employee receives a rating of 2.0-2.4, they are not eligible for an increase; if they receive 2.5-2.74, an increase is at the discretion of the department head. At this point, performance reviews will be required every three months. If an employee receives a "needs improvement" rating for two years in a row, they are not eligible for an increase. Mr. Ackerman explained that supervisors were not dealing with marginal employees when it was an "all or nothing" evaluation. Now, there is a number value associated with each rating section, leading to an overall rating.

Mr. Ackerman explained that as a result of being involved in contract negotiations for many years, he knows that health insurance is a major issue. The revised Non-Union Terms and Conditions increase co-pays and

employee contribution. It includes clarifications such as hours of work. The provision regarding reclassification of positions was removed in light of Mr. Dunn's comprehensive review. Mr. Ackerman reviewed bonus and incentive pool provisions, as well as the payment provision for accumulated annual leave and accumulated sick leave upon retirement.

Discussion followed on the risk of unionization and the benefits for non-union employees. Ms. Sauchuk feels this is a fair proposal and she expressed her faith in the results of Mr. Dunn's study, which were not change for any reason, political or otherwise.

Discussion followed on who is the appointing authority for the Town and Mr. Ackerman stated he would research the issue.

Councilors indicated a desire to spend more time reviewing the job descriptions. A special meeting was scheduled for Thursday, March 8th at 6:00 p.m. to continue discussion of this item.

3/8/2007	Town Council Committee of the Whole	Recommended for a Resolution	
2007-0060	Non-Union Terms and Conditions		Resolution

RESOLUTION APPROVING UPDATED NON-UNION TERMS AND CONDITIONS OF EMPLOYMENT

WHEREAS, Town staff reviewed and updated the Non-Union Terms and Conditions of Employment that was last updated in 1997, and

WHEREAS, the Town Manager concurs with and recommends adoption of the Terms and Conditions of Employment as submitted, and

WHEREAS, the FYE 2007 Approved Budget anticipated, and provided for, the likely expenditure effects of changes in the said Terms and Conditions, now therefore be it

RESOLVED, that the Non-Union Terms and Conditions of Employment be adopted and effective July 1, 2006.

Legislative History

3/8/2007	Town Council Committee of the Whole	Recommended for a Resolution	
2007-0061	Non-Union Job Descriptions		Resolution

RESOLUTION APPROVING REVISED JOB DESCRIPTIONS FOR NON-UNION EMPLOYEES

WHEREAS, the job descriptions for Non-Union Employees have not been updated in a systematic manner for several years, and

WHEREAS, the Town contracted with a consultant, David Dunn, to review and update job descriptions for all of the Non-Union classifications including:

Police Chief, Director of Administrative Services, Director of Finance, Director of Human Services, Director of Library Services, Director of Parks & Recreation, Director of Planning & Development, Director of Public Works, Deputy Chief of Police, Manager of Emergency Communications/Emergency Management Director, Manager of Information Technology Services, Manager of Water Pollution Control Facility, Police Captain, Treasurer/Accounting Manager, Assistant Director of Public Works-Operations, Manager of Inspection Services, Manager of Labor Relations/Risk Management, Manager of Planning Services, Manager of Library Technical Services & Circulation, Manager of Recreation Services, Operations Supervisor, Project Manager- School Construction, Purchasing Agent, Supervisor of Information Technology, Economic Development Specialist, Golf Course Superintendent, Senior Center Supervisor, Supervisor of Library Services/Adult Services, Supervisor of Library Services/Children Services, Supervisor of Administration Public Works, Assistant to the Town Manager, Emergency Management &

Communications Coordinator, Executive Assistant, Facilities Planning Coordinator, Foreman Parks-Tree Warden, Foremen Public Works- Roads/Streets, Golf Professional, Maintenance Supervisor WPCF, Solid Waste/Transfer Station Coordinator, Supervisor Town Clerk's Office, Budget Analyst, Employee Benefits Coordinator, Human Resources Coordinator, Occupational Safety and Health Coordinator, Food Service Supervisor, Administrative Secretary, Human Resource Assistant, Van Driver CDL (RPT), Van Driver PS (RPT), Food Service Worker II (RPT); and

WHEREAS, the proposed job descriptions have been reviewed for accuracy by department heads and Town staff, now therefore be it

RESOLVED, that the Town Council approves the job descriptions for Non-Union employees revised, February 2007.

**Legislative History**

3/8/2007                      Town Council Committee of                      Recommended for a  
the Whole                      Resolution

2007-0065

**On-Time Salary Increase to Certain Non-Union Positions**

**Resolution**

**RESOLUTION GRANTING ONE-TIME SALARY INCREASE TO CERTAIN NON-UNION POSITIONS**

WHEREAS, the Non-union Pay Plan and Salary Comparability Study dated January 29, 2007 prepared by Management Consultant David Dunn concluded that the Town of Groton tends to pay competitive wages for all of its non-union positions with the exception of the Chief of Police, Deputy Chief of Police and Police Captain, Director of Planning and Development, Manager of Parks and Recreation, Manager of Labor Relations/Risk Management, Food Service Supervisor and Budget Analyst, and

WHEREAS, as of the effective date of the pay plan the salaries of Director of Planning and Development, Manager of Parks and Recreation, Manager of Labor Relations/Risk Management, Food Service Supervisor and Budget Analyst were below the minimum established for their classification, and

WHEREAS, a one-time increase of \$3,000 is recommended based on market survey results for the position of Police Chief, Deputy Police Chief and Police Captain, and

WHEREAS, the Town Council concurs with and desires to implement the recommendations of the study, and

WHEREAS, the funds necessary to implement these one-time adjustments are included in the 2007 budget, now therefore be it

RESOLVED, that incumbents in the classifications of Chief of Police, Deputy Chief of Police and Police Captain receive a one-time salary increase of \$3,000 effective July 1, 2006 and the salaries of Director of Planning and Development, Manager of Parks and Recreation, Manager of Labor Relations/Risk Management, Food Service Supervisor and Budget Analyst be increased to the minimum for their classification established in the Pay Plan for Non-Union employees effective July 1, 2006.

**Legislative History**

3/8/2007                      Town Council Committee of                      Recommended for a  
the Whole                      Resolution

2007-0062

**Part-Time/Seasonal Pay Plan and Policies**

**Resolution**

**RESOLUTION APPROVING PART-TIME/SEASONAL PAY PLAN AND POLICIES**

WHEREAS, the Part-Time/Seasonal pay plan and policies are updated on a regular basis, most

recently in 2005, and

WHEREAS, several departments requested that the policies and pay plan be reviewed and updated, and

WHEREAS, a review was undertaken and completed by Town staff, and

WHEREAS, the changes will simplify the structure and administration and update pay levels and ranges, now therefore be it

RESOLVED, that the Town Council hereby approves the revised pay policies and plan for Seasonal/Part-time employees effective April 1, 2007.

**Legislative History**

3/8/2007                      Town Council Committee of                      Recommended for a  
   the Whole    Resolution

**2007-0063      Part-Time/Seasonal Job Descriptions    Resolution**

RESOLUTION APPROVING REVISED JOB DESCRIPTIONS FOR PART TIME/SEASONAL EMPLOYEE

WHEREAS, Town staff reviewed the job descriptions of Part-time/Seasonal Employees, and

WHEREAS, the Town staff recommends updating said job descriptions to reflect the duties and pay levels of said positions of:

Library Page, Program/Playground Assistant, Food Service Worker, Facilities Monitor, Program/Playground Leader, Lifeguard, Van Driver, Office Clerk, Library Aide, Groundskeeper/Maintainer, Program Coordinator, School Crossing Guard, Senior Lifeguard/Water Safety Instructor, Van Driver (CDL), Special Needs Coordinator, Account Clerk, Assistant Golf Pro, Program/Playground Supervisor, Substitute Assistant Librarian, Program Instructor, Program Director, and Substitute Librarian; now therefore be it

RESOLVED, that the Town Council approves the position descriptions for Part-time/Seasonal Employees revised February 2007.

**Legislative History**

3/8/2007                      Town Council Committee of                      Recommended for a  
   the Whole    Resolution

**2007-0066      Resolution Regarding Proposed Settlement    Referral**

**XI.      OTHER BUSINESS**

**XII.      ADJOURNMENT**